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GUIDELINES FOR THE ESTABLISHMENT OF PUBLIC COMMUNITY COLLEGES
IN PENNSYLVANIA.

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PENNSYLVANIA STATE DEPT. OF PUBLIC INSTRUCTION

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FINANCE, EDUCATIONAL LEGISLATION, PENNSYLVANIA,

LOCAL SPONSORS MUST PREPARE A PLAN FOR A PROPOSED
COMMUNITY COLLEGE, INCLUDING SIX MAJOR TOPICS--(1) HISTORY OF
ORGANIZATION AND SPONSORSHIP, (2) DESCRIPTION OF THE PROPOSED
SERVICE AREA, (3) RESULTS OF A COMMUNITY SURVEY, (4)
PHILOSOPHY, OBJECTIVES, AND ORGANIZATION OF THE PROPOSED
COLLEGE, (5) LEGAL AND FINANCIAL MATTERS, AND (6) SUPPORTING
INFORMATION. A SERIES OF GUIDELINES FOR PLANNING AND FOR
MAKING THE NECESSARY SURVEYS IS PRESENTED IN 10 PARTS--(1)
THE ORGANIZATION AND PURPOSES OF COMMUNITY COLLEGES, (2) THE
COMMUNITY COLLEGE'S ROLE IN PENNSYLVANIA, (3) STATEWIDE
PLANNING, (4) LOCAL PLANNING AND SURVEY REQUIREMENTS, (5)
ADMINISTRATION AND FACULTY, (6) CURRICULUMS, CREDIT, DEGREES,
AND CERTIFICATES, (7) ADMISSION POLICIES, (8) ACCREDITATION,
(9) STUDENT PERSONNEL SERVICES, AND (10) CAMPUS, FACILITIES
AND FINANCIAL CONSIDERATIONS. APPENDED ARE A TOPICAL OUTLINE
OF A SAMPLE COMMUNITY COLLEGE PLAN, INSTRUCTIONS FOR THE
COMMUNITY SURVEY, CURRICULAR PATTERNS, THE TEXT OF PERTINENT
LEGISLATION, AND A LIST OF REFERENCES. (WO)

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Guidelines
for the Establishment of

PUBLIC COMMUNITY COLLEGES
IN
PENNSYLVANIA



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LOS ANGELES

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DEPARTMENT OF PUBLIC INSTRUCTION
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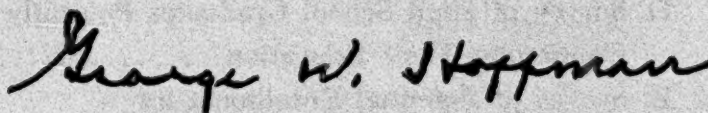
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Bureau of Community Colleges

FOREWORD

In accordance with P.L. 1132, Act 484, The Community College Act of 1963, the Department of Public Instruction presents the *Guidelines for the Establishment of Public Community Colleges in Pennsylvania*, officially adopted by the State Board of Education on April 15, 1965.

This volume, together with the document, *Standards, Rules, and Regulations for Public Community Colleges in Pennsylvania*, shall regulate the approval, establishment, operation and maintenance of public community colleges in the Commonwealth. Periodic revisions to these guidelines will be promulgated as necessary.

A handwritten signature in dark ink, reading "George W. Stopfman". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

Acting Superintendent of Public Instruction

April, 1965

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GUIDELINES FOR THE ESTABLISHMENT OF PUBLIC COMMUNITY COLLEGES IN PENNSYLVANIA

Introduction

The Community College Act of 1963 (P.L. 1132, Act 484) provides for the creation, establishment, and operation of public community colleges in the Commonwealth of Pennsylvania. The Act requires that the State Board of Education adopt policies, standards, rules, and regulations, formulated by the Council for Higher Education, for the establishment and operation of these colleges. The legislation also requires that the State Board confer with and obtain the approval of the Governor's office as to the number of community colleges which can be approved during a given fiscal period. Act 484 is included as Appendix D.

Local community sponsors are advised to thoroughly familiarize themselves with the basic legislation and the State standards for public community colleges¹ in order that their planning may proceed in accordance with statutory regulations. The State Board of Education, its Council for Higher Education, and the Department of Public Instruction wish to encourage the creation and establishment of community colleges and are ready to assist local communities in this endeavor.

¹See Standards, Rules, and Regulations for Public Community Colleges in Pennsylvania, Department of Public Instruction, Commonwealth of Pennsylvania, April, 1965.

No two communities are alike. Consequently, no standardized set of rules can be promulgated to serve as a "recipe" for the creation and establishment of community colleges. Much is left to local initiative, and a great deal will depend upon the insights, the wisdom, and the dedication of the citizens who constitute the local supporters of a proposed community college. However, experience in many states and in several communities in Pennsylvania indicates the desirability of operating within a framework of established principles in planning for the creation and operation of a community college. Taken in the aggregate, they can be interpreted as a policy framework within which a viable, State-wide system of community colleges may develop within the Commonwealth.

The Community College Plan, a formal application to establish a community college, must be prepared by the local sponsors for submission to the State Board of Education. The application shall be duplicated, bound, and contain official resolutions of sponsorship by the local sponsor(s). In addition to the number of copies required for local distribution, thirty-five (35) copies shall be provided the Secretary to the Board of Education for use by the Board, the Council for Higher Education and the Department of Public Instruction.

The application shall be a comprehensive document which treats extensively all of the substantive issues discussed herein. A sample, topical outline for a community college plan is included as Appendix A. Local sponsors are urged to acquire the services of a competent community college consultant to guide them in conducting the required studies and in preparing the applications. The submission of a preliminary draft for review by the Department of Public Instruction is advised before the expense of final duplication and binding is incurred.

Action to approve the Community College Plan, and thereby the establishment of the community college, will be taken by the State Board only if the Ap-

plication is in conformity with the enabling legislation, the State standards, and the suggestions contained in the document.

The following Guidelines, therefore, are intended to supplement the basic legislation and assist local community sponsors as they plan for the establishment and operation of a community college and prepare their applications for submission to the State Board of Education.

I. The Organization and Purpose of Community Colleges

The community college in the United States is a two-year educational institution providing instruction beyond the high school in programs of both college-parallel and occupational education. Typically, it also provides a variety of other community educational and cultural services. Two-year colleges vary in scope from single purpose "junior" colleges and technical institutes to broadly comprehensive "community" colleges, offering a wide diversity of programs and serving a broad range of student interests, abilities, and educational and occupational objectives. The official name does not always indicate the scope of the institution. Some junior colleges are broadly comprehensive, while some community colleges limit their offerings to a narrow range of programs for selected, transfer students.

Community colleges are not easily grouped into an institutional category since they represent diverse types of organization, program, legal control and financial support. In some states they are an upward extension of secondary education, while in other states they are legally a part of higher education. In at least one state they are a part of higher education for some purposes, while remaining an upward extension of secondary education for some control and fiscal arrangements.

There is usually a system of joint local and state control and joint financing. In some states local control and financing is paramount, while in others the state plays the major role in both control and finance.

Despite the extreme diversity noted, there are some discernible trends in the evolution of the public community junior college:

1. Existing colleges are becoming more comprehensive, and newly established ones are almost always of the comprehensive type.
2. There is a tendency for community colleges to move away from secondary school influence and toward recognition as institutions of higher education.
3. The national trend is toward larger districts with a broader tax base and a separate board of trustees--toward the community college district as a political entity in its own right, with taxing power and control of its own.
4. There is greater emphasis upon state-wide planning with the ultimate objective that a community college opportunity will be available within reasonable commuting distance for all youth.

Simply stated, the basic purpose of the community college is to make education beyond high school (academic, occupational, and general) available at low cost, at readily accessible locations throughout the State, to as many youth and adults as can profit from the instruction.

II. The Role of the Community College in Pennsylvania

The basic legislation for community colleges in Pennsylvania, is embodied in The Community College Act of 1963 (P.L. 1132, Act 484, Session of 1963).

The community college in Pennsylvania is defined in the enabling act as:

"A public college or technical institute which is established and operated in accordance with the provisions of this act by a local sponsor which provides a two-year, post-secondary, college-parallel, terminal-general, terminal-technical, out of school youth or adult education program, or any combination of these. The community college may also provide area vocational technical education services to secondary senior high school students."

Amplifying and interpreting the basic legislation, the following statements are provided to clarify the role of the community college in Pennsylvania:

The community college in Pennsylvania is a public institution of higher education, offering instruction beyond the high school but of less than baccalaureate grade in programs of two years or less duration. Generally, the programs are of collegiate level and will qualify for accreditation by appropriate accrediting agencies, but other types of educational programs shall also be provided as the needs of the local community require. The college shall offer both college-parallel programs and applied education programs--liberal arts and sciences, and applied arts and sciences. The applied programs may include semi-professional business studies and technology and vocational education for the skilled trades. And, specialized programs in adult education, community services, and developmental training may be provided. It may offer all or any combination of the above programs, but the intent of the law and the intent of the State Board of Education is that these institutions shall be widely comprehensive, providing for all of the educational requirements of the youth and adults of the community.

The primary objectives of the community college in Pennsylvania shall be:

1. To make two-year college education available at low cost to students in their own locality.
2. To provide regular full-time students with a broad program of studies leading to various educational and occupational goals, including education for transfer to four-year colleges and universities, for semi-professional occupations, for skilled occupations, and developmental programs for educational improvement.
3. To provide these same opportunities for part-time day and evening adult students.
4. To provide effective guidance and counseling services for both regular and part-time students so that every student may make the most of his potentialities.
5. To provide a program of community services in specialized and general education, and in cultural and economic development.

III. State-wide Planning

Although the community college is a possible solution to many of the problems of providing higher education to increased numbers of youth, it is not the only institution involved. Therefore, careful planning is essential to maximize the contribution which the community college can make in the overall plan for higher education in the State. Duplication of effort must be avoided, and the quality of community college educational programs must be assured. Adequate financing must be available, and the scope of the curriculum must be suited to the needs of youth and adults in the region to be served. Uneconomical, small units must be avoided,

but on the other hand colleges must be established in such regions and in sufficient numbers as to assure higher education opportunity for the greatest possible number of youth in the Commonwealth.

Duplication of effort is just as undesirable in higher education as it is in any other field of endeavor. However, the mere fact that a city, county or region already has one or more colleges cannot be accepted as conclusive evidence that a community college is unnecessary. Such questions as the following must be answered with respect to the existing institutions of higher education. Do they have room for any more students? Are their admissions standards compatible with the need to broaden the opportunity for higher education, or are they designed to admit only the academically above-average student? Is the cost of attending the existing institutions within the economic reach of most families of the area? Are the curricula and course offerings such as to accommodate all educational needs of youth beyond high school, or are they limited to the liberal arts and the academic disciplines?

When submitting a community college plan, local sponsors shall assess the existing potential for higher education in the area and shall submit evidence of a clear need for additional higher education opportunity. The presence of an existing institution of higher education in the area is not prima facie evidence that a community college is not needed, but proof of such need must be more clearly established in such cases. Even in areas where a major university exists, or where there is a cluster of liberal arts colleges within a fifty mile radius, there may be an urgent need for a comprehensive community college and the kinds of educational programs which it will provide.

In regions where a liberal arts college exists there may be an urgent need for two-year applied education programs and for college-parallel programs for students who cannot afford high tuition rates or satisfy existing entrance requirements. In communities where a technical institute or university extension campus exists, there may be a readily demonstrated need for liberal arts and general education programs, and for applied programs at other levels and in other fields than those offered by the extension campus or technical institute.

Of great concern to the State Board is the possibility of unnecessary educational duplication by community colleges and university extension centers on the one hand; and on the other by the technical institutes and area vocational schools authorized by Act 463, and the community colleges authorized by Act 484. Since these types of institutions are granted broad powers by the respective legislative acts to develop applied education programs, and since both are regional institutions with relatively large attendance areas, the possibility of duplication of programs and facilities exists. The policy of the State Board of Education shall be to minimize such duplication of effort. The following general guidelines shall govern State Board action to avoid educational duplication:

1. In an area where cooperative effort is required on a regional basis to improve vocational education for secondary level youth, encouragement shall be provided for the development of area vocational schools under Act 463.
2. In regions where applied education for youth and adults beyond the secondary level in technical, business, health, trade and industrial fields is required, encouragement shall

be provided for the development of a community college under Act 484.

3. The State Board of education and the State Department of Public Instruction shall, by means of their respective subcommittees and divisional staffs, plan cooperatively a State-wide program of semi-professional technical and vocational skilled-trade education which will coordinate the efforts of high schools, area vocational schools, technical institutes, and community colleges so that the needs of youth and adults will be satisfied as fully as possible, but with minimum duplication and conflict of interest.
4. State-wide planning for semi-professional technical and vocational skilled-trade education shall be accomplished in coordination with State-wide planning for higher education, so that community colleges and area vocational schools may be assigned their proper roles in the orderly development of applied or occupational education within the Commonwealth.

The only way to assure these objectives is through State-wide planning. When such a "master plan" for community colleges is completed, its findings will guide and govern the development of these institutions within the State.

IV. Local Planning, Survey Requirements

Before an application for a community college is filed with the State Board of Education, sponsors must conduct a comprehensive, local survey financed with funds provided from local sources. Such a survey

shall be conducted with the full knowledge of the citizens of the area, and it should involve a widely representative group of local citizens. A professional survey director or consultant may be retained to give direction and guidance to the local effort.

The local survey report shall contain the following information:

1. Population data and socio-economic findings.
2. Opinions of high school students on their college aspirations.
3. Information from follow-up studies of recent high school graduates.
4. An analysis of programs needed and desired in the proposed community college.
5. A description of facilities and programs beyond the high school already existing in the area to be served.
6. An analysis of the area high schools and their programs; and projections of numbers of high school graduates for the succeeding ten-year period.
7. A description of facilities and sites available which might be used for the college.
8. Maps showing geography, topography, and main commuting routes to the proposed campus site.
9. Information on the availability of qualified faculty.
10. A description of proposed guidance services.
11. Evidence of community interest and of willingness to provide support for the college.
12. An analysis of local resources (tax base, anticipated gifts, et cetera) for financing the college.

13. A proposed organizational and administrative plan.

14. A ten-year estimate of enrollment, curriculum development, operating and capital expenses.

To assist local sponsors, a chapter and topic outline of a recent survey is included in Appendix B.

The following time schedule is suggested to provide adequate time for study, planning and implementation by the sponsors and trustees and for thorough consideration by the Department of Public Instruction, the Council for Higher Education, and the State Board of Education:

1. For necessary studies including determination of need, survey of existing facilities, familiarizing the community with the philosophy and objectives of a community college, establishment of sponsorship and determination of financial ability, the preparation of a plan and its submission to the State Board of Education--approximately 1 year.
2. For selection of the board of trustees and the total implementation of the plan in establishing the community college after approval has been granted by the State Board of Education--at least 1 year.

The following is a suggested calendar:

Initiation of Planning	Submission of Plan for State Board of Education Approval	Board Approval of Plan	Opening Date
October, 1964	June, 1965	September, 1965	September, 1966
January, 1965	October, 1965	January, 1966	January, 1967
October, 1965	June, 1966	September, 1966	September, 1967
January, 1966	October, 1966	January, 1967	January, 1968
October, 1966	June, 1967	September, 1967	September, 1968

Evidence of need for a community college shall be submitted to the State Board before approval for establishment will be granted. The only

effective way to realistically determine need is to conduct the following surveys: (Sample survey forms may be obtained from the Bureau of Community Colleges)

A. Survey of Community Interest in a Community College

The first evidence of community interest is, of course, the formation of citizen's groups for official sponsorship of the proposed community college.

Once the local sponsor's agreement has been reached by official action of the school districts, county school directors or municipalities concerned, further evidence of interest and support for the community college may be solicited on an unofficial basis from such groups as:

Service Clubs

Merchant's Associations

Chambers of Commerce

Organized Labor Groups

Manufacturer's Associations

Professional Associations

If the preliminary sampling of these organized community groups indicates a sizeable measure of support, then the sponsors should proceed with survey plans concerning community opinion and an expression of willingness to support the college. Certainly, if there is not widespread citizen support for the proposed community college, success could not be predicted.

There must be a thorough understanding of the philosophy and functions of the community college. If one group views it as a two-year liberal arts college, another group as a vocational school, and yet a third group regards it as a technical institute, these perceptions must be clarified. Actually, a comprehensive community college is all of these and more.

Community support may more readily be engendered if accurate information regarding the diversity of the proposed institution is disseminated.

Interest in the college is of dubious value unless the commitment involves a willingness to support it financially. Consequently, fiscal information should be made available to all so that there will be no misunderstanding regarding operational and capital costs to be borne by the student and the taxpayer.

B. Survey of Business and Industry Educational Requirements

Much of the emphasis in a community college program should be on education and training for semi-professional technical and skilled-trade occupations. Consequently, it is essential that a survey of business and industry be made to determine whether there is a need for these programs. Such a survey is required by Section 2(5) of the Community College Act of 1963.

C. Survey of Youth and Parental Aspirations for Higher Education

The patterns of youth for education beyond high school varies widely with locality and with socio-economic and socio-cultural conditions. The one element of constancy in the picture, however, is the constantly rising level of educational aspirations of young people and their parents. American parents see education, and particularly higher education, as the path to occupational success, social status, and cultural improvement. Young people, too, aware that education is the key to employment and to expanding opportunities, are flocking to college in greater numbers each year. Since the 1930's, the proportion of youth entering college has increased by about one per cent per year. This curve will probably level off in

the next decade or two, but not until 75 per cent or more of the high school graduates enter college.

The only way to determine the educational ambitions of a community is to conduct a thorough survey, the results of which shall be included in the community college plan submitted to the State Board of Education.

D. Survey of High School Graduates Presently Continuing Their Education

The increasing complexities of our society, and particularly the increased sophistication of occupations at all levels, demand more well-educated citizens and more well-trained workers than ever before. At the turn of the century only three to five per cent of the 18-24 year old age group went to college. Nationally, by the mid-1930's some 12 to 15 per cent of high school graduates went to college. At present about 50 per cent of the high school graduates, nationally, enroll in some kind of educational institution beyond high school. More important than the national average, however, is the range from one state to another. A few states have provided sufficient higher education opportunity so that nearly 70 per cent of the high school graduates enroll for college study. In other states, the percentage is still as low as 20 per cent. It is no coincidence that the states with the higher percentages of college students have well-developed systems of publicly supported community colleges. In the light of current and anticipated trends, any community or region where less than 50 per cent of the high school graduates continue their education beyond the high school should seriously consider providing additional opportunities for higher education.

E. Survey of Potential Enrollment for the Community College

It is probable that a truly comprehensive community college cannot be operated at a level of economic efficiency with fewer than

1500 students. However, many communities, because of low population density and distance to other centers of population, will be justified in establishing a college whose potential enrollment is much lower than this figure.

In order to encourage the development of community colleges in the Commonwealth, the State Board will, other factors being satisfactory, approve the establishment of colleges whose potential full-time equivalent enrollment after two years is as low as 500 students.

Several methods are in use to estimate full-time equivalent enrollment. Each of the following has proved a suitable rough approximation in one or more states:

1. One community college student for each 75-100 persons in the general population within a 30 mile radius. With this criterion, an attendance area containing a population of at least 40,000 persons should be envisioned.
2. One community college student for every three high school students enrolled in grades 10-12. In this instance, an enrollment in grades 10-12 of at least 1500 students would be indicated.
3. Thirty per cent of the total number of high school graduates during the preceding year within the area to be served reduced by the number of high school graduates normally going to other institutions of higher education.

The local survey should determine, on the basis of approved methods of projection, reasonably accurate potential enrollment figures for a ten-year period. In communities of high population density, enrollment may increase rapidly to 4000 or more students. Consideration

may be given to the establishment of a second campus in such districts before the full-time equivalent enrollment reaches 5000 students.

F. Survey of Program Needs

The enabling legislation (Community College Act of 1963) stipulates that community colleges be established to provide instruction in any combination of the following areas:

1. College-parallel curricula and courses.
2. Semi-professional and technical curricula and courses for business, industry, agriculture, health, and public service fields.
3. Terminal-general education.
4. Programs for out-of-school youth and adults.
5. Vocational education services to secondary senior high school students.

It is the intent of the legislation that a community college established in a given region provide the kinds of educational programs needed by the youth and adults of that community which are not being adequately provided (at reasonable cost to the student and his family) by existing educational institutions. The only effective means of determining the proposed curriculum content is to include a program needs survey in the overall educational survey. Such a survey is best conducted under the following conditions:

1. It should involve a large number of citizens representative of the professions, industry, business, labor, government service, and the general lay public.

2. It should be directed by, or have extensive consultative services from, a professional educator with survey experience in community college development.

Such a survey might gather information (both fact and opinion) from the following groups:

1. High school seniors.
2. High school graduates from the classes of two and five years ago.
3. Employers in industry, business, agriculture, health, professions, and public service.
4. The parents of 10th grade students.
5. The parents of 5th grade students.

The decision as to sample size--100%, 50% or smaller--should be at the discretion of the survey director and the steering committee.

The program needs survey should be a very important phase of the community survey. Its findings, together with curriculum recommendations, should be included in the community college plan submitted to the State Board of Education by the local sponsors. The table of contents of a typical community survey is included as Appendix B.

V. Administration and Faculty

The chief administrative officer of a community college shall be designated "President". The number and the exact duties of his assistants will depend on the size and curricular program of the college. In general, each college should have an administrative organization which provides for leadership and direction in the following areas:

1. Liberal arts and sciences--the college-parallel education program.
2. Applied arts and sciences--the occupational education program.
3. Student services--the admissions, guidance and student activities programs.
4. Continuing Education--the adult, community service and developmental day and evening education program.

These administrative assignments may be combined with some teaching responsibilities, depending upon the size of the college and the diversity of the tasks to be accomplished.

There must be evident in the proposed administrative organization the sponsor's intent to initiate and maintain the proper balance between college-parallel and occupational education. While many universities and colleges offer educational programs which are academically-oriented, the community college should provide diverse programs, ranging from the lower division college-parallel programs to a variety of occupational education. The community college with an excellent faculty and an administrative leadership which understands the socio-economic issues of the day, will develop an educational program characterized by both excellence and diversity. However, the road to "quality within diversity" is not an easy one. And, the fact that many faculty members and college administrators graduate from colleges where academic singleness of purpose prevailed, where diversity was not only absent but where it was perhaps even deplored, does not simplify the task.

As a consequence, since the inherent tendency of a college faculty is to be conservative in academic matters, to remain with the traditional

"college level" courses and curricula, it is necessary that the president of the community college exercise effective leadership with respect to the occupational education program. Since he will require certain administrative deans, directors, coordinators and department heads, much thought should be given to a pattern of administrative organization which will insure that both the college-parallel programs and the occupational education programs will have quality leadership and equal status in the minds of students, faculty, and the community.

Another factor to be evaluated is the admissions policy of the college. The enabling act (Act 484) clearly intends that community college education shall be broadly available to the youth of the Commonwealth. Consequently, admissions policies which are rigidly academic in character will not be approved. The administration of the college and its several officers shall effectively and continually implement the broadly comprehensive role of the community college, allowing its programs and the associate degree to be equally available to students in the liberal arts and sciences and to those in applied education.

An excellent instructional program can result only from the efforts of a well-qualified faculty. The following criteria shall be applied:

1. Faculty members teaching academic courses for associate degree college-parallel and applied educational programs shall be employed for their strength in the subject-matter field and their ability as teachers. The master's degree in the subject field is recommended as minimum preparation.

2. Faculty members teaching technical, business, health, agriculture, industrial, and other applied or occupationally-related courses shall be employed in accordance with three requirements:
 - a. Significant and recent occupational experience in the field to be taught.
 - b. Formal education equivalent to the baccalaureate degree, except in fields where Federal and State vocational education plans permit less formal education and where occupational experience may be utilized in lieu thereof.
 - c. Acceptability to professional associations, where such are involved.
3. Faculty members shall be selected from applicants with an understanding of the role of the public community college in providing educational opportunity for all who can profit from the instruction. Since the democratization of higher education is the corner-stone of the community college philosophy, faculty members must be in sympathy with objectives which support this philosophy. Faculty members who try to raise standards to the point where comprehensiveness is lost will defeat the purpose of a community college.

A majority of faculty members shall have the status of full-time employment. Teaching loads shall be determined by college-level standards, not those used by secondary schools. A ratio of full-time students to teaching faculty of not more than 20 to 1 should be maintained.

Since community colleges offer a wide-range of instructional programs, from the academic disciplines to a variety of occupational education, the faculty salary plan shall reflect the value of industrial, business and professional experience and the attainment of advanced degrees. Obviously, the community college plan submitted to the State Board need not concern itself with an identification of faculty members in advance nor with the details of faculty recruitment. The application should, however, reflect careful thought with regard to more general faculty policies, such as expected teaching load, contemplated salary schedule, and the degree and experience expected. In order to arrive at an estimated operating budget for the first and ensuing years, faculty requirements covering number, distribution, rank and salary brackets will be required.

The details of salary policy are, of course, a matter of local concern; however, by the nature of the comprehensive community college, a salary policy geared to academic degrees and graduate course credits (such as those in effect in secondary school systems and in many liberal arts colleges) will be unsatisfactory. In order to attract able faculty from industry, business, health fields, and public service occupations, the salary schedule must have a built-in flexibility which will permit offering these persons the equivalent of their current salaries, plus an opportunity for promotion and salary increase.

Salaries are not the only factor in securing a qualified faculty. The campus, the students, the program, the community in which they will live and rear their children, the administrative climate, the degree to which they can be truly professional within an educational context--all these affect the development of an outstanding faculty. However, no

college will be able to recruit and hold an excellent faculty unless its salary schedule is competitive with current conditions in other colleges and in business and industry.

VI. Curricula, Degrees and Certificates, College Credit

In regions where the community college is relatively unknown, there is likely to be widespread misunderstanding of the purposes and philosophy underlying its operation. Some regard it as a "junior" college, offering only the first two years of university-parallel study to academically above-average high school graduates. Others consider it a "vocational school" whose major function lies in job training and in providing programs for disadvantaged youth and for the adult unemployed. Neither of these stereotypes is descriptive of the community college, and one of the first tasks of a local citizens' group is to develop a clear understanding among the population at large of the true role and philosophy of this distinctly American institution.

The key words in describing a community college are "quality" and "diversity". First, its educational programs must be of high quality. But equally important is the necessity for diversity in its educational offerings. Many confuse quality with level or with content. In the minds of some, "quality" is mistakenly equated with "college level", or with the degree of "esoteric" or "intellectual" content. The community college subscribes to quality within diversity--to the concept that programs in secretarial science, practical nursing or mechanical technology can be of high quality for their purposes, just as a lower division liberal arts program can be of high quality for its purpose.

As a general policy, therefore, the proposed educational program for a community college shall include the following:

1. College-Parallel Education. The community college provides courses and curricula in the liberal arts and sciences, and pre-professional education which parallel the freshman and sophomore programs of universities and colleges and lead to the associate degree. These courses and curricula are made available to qualified high school graduates whose abilities and interests indicate that they can succeed with regular academic study equal in level and quality to that being offered in four-year, degree-granting institutions.

Such programs make it possible for many able students to obtain the first two years of a baccalaureate degree program in their own home communities at reduced cost to the student, his family, and the State. Thousands of young people are thus afforded an opportunity for higher education which would otherwise be denied them for financial reasons.

If "transfer" courses and curricula are intelligently planned and the instruction is of high quality, students usually have no difficulty in transferring to the college or university of their choice. In states where the community college has been long established, the upper division records of community college transfers compare very favorably with students who start at four-year institutions.

2. Occupational Education. The provision of organized curricula in the applied arts and sciences, of two years

duration or less, which lead to competence in semi-professional, technical, business, health and other skilled occupations, is one of the major functions of the community college. These programs usually lead to the associate degree and require high school graduation as a basic prerequisite for entry.

In some states such programs are elected by one-half or more of the full-time regular day students. The courses which comprise these curricula are beyond the high school level and possess a unique integrity for their intended purpose, which is preparation for employment.

Such curricula typically contain, in addition to courses in the technical specialty, courses in supporting disciplines such as science, mathematics, and general education encompassing work in English, the social sciences, and the humanities. Just as the technical specialty courses are planned for students seeking a two-year degree with a specific purpose, so should the supporting science, mathematics and general education courses for these students be especially planned to accommodate their needs and abilities. Although a part of the study in some of these curricula might be acceptable for credit toward a baccalaureate by some degree-granting institutions, the controlling factor in curriculum planning and in content selection is occupational and civic competence, not transfer of credit.

Community college occupational curricula may be organized in any of the following fields: industry, engineering, health, business, agriculture and public service occupations.

3. General and Transitional Education. Most community colleges offer regular day programs in general education, general studies and developmental training not directly intended for either occupational competence or transfer credit, but rather designed to improve the educational and intellectual competence of the community. These courses and programs may or may not lead to an associate degree. They may be designed around a cultural sequence in some cases; or they may be established by a core of secondary courses designed to raise the student to a level of academic performance which would permit success in a regular occupationally-oriented or transfer curriculum. This latter function of the community college is sometimes referred to as the "salvage function," and it has proved to be an important part of the total role of the community college.

4. Community Service and Adult Education. Programs of community service and adult education have become an important function of most community colleges. These courses and curricula may parallel some of the work discussed above for regular day students; but, in addition, short-term courses for position-upgrading; forums, lecture-series, concerts, and art exhibits; symposia on industry

and business problems; community needs conferences; and specialized training for business, industry, and government agencies are typical in this segment of the community college program.

5. Guidance and Placement. In view of the diversity of the community college, a complete guidance program is essential. Adequate preparation is the key which opens the door to a given curriculum or course. And, it is only through a comprehensive program of testing and counseling that adequate preparation can be determined and students can be properly advised as to their educational and occupational goals.

An effective balance should be maintained in the guidance program. Vocational or career guidance, educational advisement, and counseling on personal problems are all important in the total guidance program. Each should receive proper emphasis, and each should be administered by qualified staff members.

Placement is such an important adjunct to the educational activities of the college that it should not be left to chance nor to the efforts of another agency. The college should maintain its own placement office, directed by a well-qualified administrator. Emphasis should be upon the placement of students into career positions for which they have been educated. Both the guidance and placement services should also be available to evening students.

The curricular pattern for each community college shall be determined by the board of trustees in accordance with community requirements, the criteria discussed in this section, and the policies outlined by the State Board of Education.¹ No standardization in curricular organization or terminology will be required; however, in Appendix C. a curricular pattern is suggested for use as individual colleges desire.

The associate degree shall require the satisfactory completion of an approved college-parallel or applied education curriculum with a minimum of sixty (60) semester hours. The certificate of achievement will require satisfactory completion of assigned instructional units in programs which do not lead to the associate degree.

College credits may be awarded for a wide variety of courses, both academic and applied or occupational in nature. One credit hour shall be awarded for satisfactory study completed in a course which meets in lecture-discussion for one class hour per week for a minimum of fifteen weeks for a semester or trimester schedule, ten weeks for a term or quarter, and five weeks for a summer session. Each class lecture-discussion hour normally calls for two hours of out-of-class student preparation. Three periods of laboratory study usually are equated to one period of lecture; however, flexibility is permitted to allow for experimentation.

College transfer credit will ordinarily not be granted in short-term courses for position-upgrading, nor in programs for non-high school

¹See Section III, Standards, Rules, and Regulations for Public Community Colleges in Pennsylvania, Department of Public Instruction, Commonwealth of Pennsylvania, 1965.

graduates or high school dropouts. Certain exemptions to this general rule may be made in the case of mature and capable adults, and in the case of high school students taking "advanced placement" courses at community colleges.

It is essential to note that the terms "college credit" and "college level" apply to courses in applied education fields as well as to courses in the liberal arts and sciences. The criterion in determining whether a course is to carry college credit is the quality and character of the instruction offered, not the field of the subject matter. For example, courses in such fields as drafting, electricity, materials testing, accountancy, secretarial practice, et cetera, may be of college level as well as courses in history, mathematics, and English. Likewise, neither is "transferability" a criterion for determining college credit. Both college-parallel, transfer courses and applied, occupational education courses may carry college credit. The difference is that "transfer" courses carry credits toward both the associate degree and the baccalaureate degree while "non-transfer courses" may carry credits applicable only to the associate degree.

The community college is a unique institution with a distinctive role, and the requirements of four-year colleges and universities shall apply only to those curricula and courses in community colleges which are applicable toward the baccalaureate degree.

VII. Admissions Policies

Act 484 is clear in its intent that the community colleges established in Pennsylvania shall offer instruction beyond the high school to as many youth and adults of the Commonwealth as possible. Implied in the

act is the concept that community colleges shall serve youth of all levels of academic ability. Community colleges shall, therefore, extend an opportunity for higher education not only to those students who can satisfy the academic and financial requirements of existing higher education institutions, but also to many who cannot satisfy these requirements.

Consequently, it shall be the policy of the State Board that approval will be granted to establish a community college only when clear evidence exists in the local sponsors' plan that admission policies are consistent with those of comprehensive community colleges, rather than with those of academically-oriented colleges. Such an admissions policy implies that:

1. All graduates of accredited secondary schools shall be admissible to the college.
2. Developmental programs shall be available for those students who require transitional, remedial or improvement study before entering one of the established curriculums.
3. A broad spectrum of educational programming shall be necessary, including:
 - a. College-parallel programs in the liberal arts and sciences and the pre-professions for academically able students interested in eventual attainment of the baccalaureate degree. These are "college-level" programs and shall lead to the associate degree.
 - b. Applied education programs in the applied arts and

sciences leading to occupational competency in semi-professional business and technology, and in highly skilled-trade, industrial positions. These are also "college-level" programs, although not including the same courses as the transfer program, and also shall lead to the associate degree.

- c. Developmental programs to assist students with deficiencies to qualify for regular college admission, or to divert students with unrealistic goals into vocational programs or occupational placement. These programs would not carry college credit.
- d. Specialized vocational programs of short duration for position-upgrading. These programs might lead to a certificate, but ordinarily would not carry college credit.

4. Such a policy, although it may imply easy admission to the college, does not in any way suggest easy admission to a given curriculum. Controlled program placement within the context of an "open-door" philosophy is the key to a successful community college admissions policy. Based on high school grades, aptitude testing, and careful counseling, admission to a specific curriculum would depend upon reasonable evidence of success in that curriculum. The concept of quality within diversity must permeate the entire program of instruction, guidance and admissions.

5. Comprehensive community colleges usually provide an admissions policy and an instructional program which serves the needs of students with an I.Q. range from a low of 90 to and beyond 150. Such programs provide the first two years of college for those whose goal is a baccalaureate degree, and prepare youth for semi-professional technical and skilled positions in industry, business, health, agriculture, and other service fields.

VIII. Accreditation

It is the intent of the State Board that all colleges established under Act 484 shall become accredited institutions as soon as possible. The criteria for accreditation promulgated by the Middle States Association of Colleges and Secondary Schools shall govern. Specifically, Middle States Document No. 4.60 of December, 1958, entitled, Junior Colleges and Community Colleges, shall guide the development of a community college during its formative years in order that it may satisfy accreditation standards.

A growing number of professional and semi-professional associations in such fields as health, business, and technology are establishing procedures for "accrediting" curricula (not the college as a whole) in specific fields of interest. The position of the State Board on this matter is neutral. If accreditation by such a group is desired by the college and if the requirements can be met without undue expense and without causing unrealistic standards for admission and academic performance, such accreditation may be sought. The essential factor, however, is that the "open-door," comprehensive educational program of the college,

as administered through controlled program placement, must not be jeopardized by attempts to satisfy the specific and rigid requirements of organized groups.

IX. Student Personnel Services

The goal of quality within diversity dictates the necessity for an effective program of guidance, counseling, testing, placement, and other student services. In contrast, to the collegiate institution which has "academic singleness of purpose," the purposes of the community college have a range which is as wide as the needs of the community it serves. The mere educational advisement of students is not enough. Aptitude testing, vocational guidance, placement, student activities and follow-up of graduates are all essential student services in the community college.

In addition to providing these services for regular day students, occupational and curriculum information and aptitude and interest testing should be made available on a co-operative basis to area high school students. Testing and counseling services should also be provided for adult evening students.

In community colleges guidance ranks second only to the instructional program. The instructional program is shaped to a considerable extent by the guidance activities. Included in these activities are: testing, evaluation and interpretation of test data, vocational or career counseling, providing occupational information, educational advisement or program

planning, personal counseling, and referral of serious personal or emotional problems to professionals.

Closely related to the guidance function are such activities as: recruitment and selection of students, admissions policies, organization of specialized developmental or improvement curricula, and occupational placement.

It shall be the policy of the State Board of Education that each approved community college shall emphasize the guidance function for both full-time and part-time, day and evening, students. The following general criteria shall apply to the guidance services:

1. There shall be a qualified professional staff member assigned to direct the guidance services of the college.
2. Competent counselors (full-time and/or part-time) shall be assigned in such numbers as to assure that each student enrolled may profit from consultations concerning problems of career choice, program elections, personal problems and position placement.
3. A well conceived, standardized testing program shall be administered, and the results of all tests shall be evaluated so that each student may be placed in a program which most appropriately suits his abilities, interests and goals. Where clear evidence exists that interests and aspirations are not compatible with demonstrated ability, the guidance program should effect the best possible compromise in program selection. Developmental programs of instruction may be necessary for students of this kind. Such programs may be of less-than-college-level and

should comprise a core of studies for the duration of one semester, trimester, term or quarter, or summer session. The purposes of the developmental program are:

- a. To advance certain students to a level of performance so that they may qualify for admission to either the college-parallel programs or those in the applied arts and sciences.
 - b. To provide self-realization for some students that a college-level program is not within the scope of their abilities, interests or goals.
4. The guidance program of the college hopefully shall be coordinated with the guidance programs of the high schools in the attendance area. Information concerning college programs leading to occupations in the professional, semi-professional, and highly-skilled categories should be directed from the college guidance center to high school counselors of the area.
 5. The counseling staff must maintain a proper balance between those whose major interest is in personal and educational guidance and those whose competence and interest are in occupational guidance. A ratio of one professional counselor for every 300 students should be provided.
 6. The technological revolution in our society, with its new emphasis on the importance of semi-professional business and technology and trade-industrial positions, demands a new sense of direction with regard to concepts and practices in community guidance centers. The

State Board will look for evidence of this awareness in the community college plan submitted by local sponsors.

X. Campus, Facilities and Financial Considerations

It is the general policy of the State Board that every community college shall have its own campus with classrooms, library, laboratories, student center, et cetera, grouped together on an attractive site. The total effect should be that of a college with an identity of its own--a college of which both students and citizens may be proud.

A college will not prosper in sub-standard facilities. Temporary or leased quarters, if used at all, should be merely the stepping stones to a permanent campus, designed by qualified architects for community college use. Public, two-year college administrators agree that temporary buildings should be used only when there is no other way to house a new junior college. Sub-standard buildings tend to result eventually in a sub-standard faculty and a sub-standard program of instruction. Therefore, if other aspects of a local sponsor's community college plan are satisfactory, a proposal involving temporary quarters may be approved, but only in cases where a permanent campus is assured within a three-year period. The acquisition of existing school buildings, industrial plants, or government agency buildings for a community college campus is not precluded, but clear evidence of the suitability of such structures, along with a well-conceived plan for remodeling, site development, and future building must be submitted. Any building, site or facility which is contemplated for student use must meet all

state, local and municipal codes for public occupancy.

The standard classroom is relatively easy to provide, but in the interests of good space utilization it is suggested that a number of small rooms (seating only 20 to 30 students) and one or more large lecture rooms with sloping floors (seating from 70 to 250 students) be provided. Thus the small class can be accommodated in a small room, and the large lecture section (e.g. freshman psychology, chemistry, geology) can be accommodated at one time instead of scheduling several sections.

In addition to comfortable and well-lighted classrooms, well-equipped laboratories must be provided for science, technology and business classes. The layout and equipment provided for the laboratories shall be that which is associated with college-level instruction. The use of high school laboratories is not recommended and will not be approved beyond a period of three years during which time college facilities are being planned and constructed. The laboratories must be of adequate size, and must be equipped with modern machines, instruments, and tools in order to provide the kind of education and training which industry demands today. These facilities are expensive, but they must be provided if the college is to engage in realistic, technical education. To select two technical fields at random, a well-equipped electronics technology laboratory may well involve an investment of \$100,000 and a dental technology laboratory one of \$80,000.

In addition to classrooms and laboratories, the college shall have from the outset such necessary facilities as a library (sharing a high school library will not be approved), administrative offices, a guidance

and counseling center, faculty offices, and a suitable space for student assembly.

Included in the ten-year projection of capital expenditures required by the enabling act, shall be a plan for over-all campus development. This campus master plan shall also include: student center, physical education and health center, instructional materials center, cultural center (music, drama, art), and adequate faculty and student parking facilities.

Experience in many states suggests that, except for downtown (multi-story) campuses, a site of at least 40 acres is needed if the enrollment will reach 1000 students within a ten-year period. For student enrollment of 2000 or more, a site of at least 100 acres would be indicated.

Since community colleges are primarily institutions for commuting students, the location of the campus and its accessibility from all parts of the attendance area are matters of real concern. The following factors should be carefully studied by the local sponsors, and the State Board shall require an analysis of each in the community college plan submitted:

1. Travel Distance. Most community college administrators feel that the one-way, commuting distance for the majority of students should be under 30 miles; while in sparsely populated regions, a distance of up to 50 miles might be necessary for a small proportion of the students. Highway and traffic conditions and topography and weather conditions are, of course, matters of concern in establishing reasonable commuting distances. The geographic relation-

ship of the proposed site to the center(s) of population in the area can be explained by a spot map showing the attendance area, the centers of population; the radii of student travel in 5, 10, 15, 20, and 30 mile circles; and the approximate numbers of students expected from each circular area.

2. Travel Time. Many authorities consider travel time, rather than distance, as the appropriate measure of accessibility. The existing and proposed system of roads will be the determining factor. However, there is general agreement that the one-way, travel time should be under 45 minutes for the majority of students.
3. Availability of Public Transportation. Many potential community college students, especially in urban areas, will have to depend upon public transportation. Consequently, the existence or proposed availability of adequate public transportation services might well be a major factor in choosing a site for the college.
4. Parking Facilities. Community colleges usually are commuters' colleges, and thus the private automobile is the prevailing mode of transportation. Even if travel distances and time are satisfactory for the majority of students, serious problems result unless ample student parking can be provided. Several studies of the community college parking problem have revealed that, where public transportation is either non-existent or inadequate, the ratio of students to parking spaces may be as low as 1.4

to 1 and will usually never exceed 20 to 1. The desirable ratio is 1 parking space for every 1.5 students.

Comprehensive programs of community college education may range in annual operating unit cost from \$400 to over \$1000 per student. Factors which affect unit cost include: faculty salaries, instructional equipment and supplies, types of instructional programs offered, extra-curricular activities, and administrative expenses. In general, colleges with small enrollments have higher unit costs than those with enrollments above 1000; and colleges with diversified programs in the applied arts and sciences have higher unit costs than those with only limited academic, transfer programs.

Besides unit operating costs, the matter of capital outlay for campus plant and equipment is a serious financial obstacle for many communities. Capital outlay expenditures for a new campus offering a comprehensive program to a regular day enrollment of from 1000 to 4000 students can be roughly estimated at from \$2500 to \$4000 per student. This range of expenditures fits a number of new campuses currently under construction.

- ## A new Michigan community college for 2000 students on a 140 acre campus; site, buildings, and equipment \$ 6,500,000
- ## A new California junior college for 3500 students on a 165 acre campus; site, buildings, and equipment \$12,000,000
- ## A new Florida community college for 1500 students on a 70 acre campus; site, buildings, and equipment \$ 4,200,000

Taking into account an entire campus (classrooms, laboratories, student services, physical education facilities, auditorium, administrative offices, et cetera), an allowance of 150 square feet of space per full-time student is an acceptable figure, for an enrollment of 2000 or more.

So many variables affect the cost of a community college campus and its facilities that criteria for capital outlay cannot be applied to specific cases. As previously stated, for comprehensive community college campuses newly built and equipped during the past ten years and located in many different states, the capital outlay expenditures (site, buildings, and all equipment) have ranged from \$2500 to \$4000 per full-time student. Estimated costs appreciably lower than the minimum figure cited here might suggest a re-examination of the sponsors' proposal to ascertain whether the buildings and equipment proposed are adequate for a college-level program of instruction. Proposed expenditures higher than the maximum cited will be reviewed to determine whether or not they are realistic in terms of community need.

Pennsylvania law provides that:

1. Current annual operating expenses may be received from student tuition, taxes on real property, state appropriations, federal appropriations, and gifts or bequests.
2. Student tuition shall be set at such a level that the income received does not exceed one-third of the annual operating costs of the college.
3. State appropriation for operating costs shall be an amount equal to one-third of the approved annual operating costs, this annual operating cost not to exceed \$1000 per student multiplied by the number of full-time equivalent enrollment.

4. The balance of the annual operating costs must be obtained from local tax revenues and from federal reimbursements and gifts.
5. The Commonwealth may pay an amount equal to one-half of the annual capital expenses of the college.
6. No plan for establishing a community college will be approved unless it contains an estimate of annual operating costs, and an estimate of capital improvement costs for a ten-year period.

The plan submitted by the local sponsors, then, must contain an estimate of capital expenditures (site, buildings, equipment, et cetera) for a ten-year period, and an estimate of annual operating expenses for a five-year period. It must also contain an estimate of the tuition to be charged the students and a statement of the taxing plan (assessed valuation and proposed millage to be levied).

The local sponsors of a community college (local sponsor other than a school district, city, or county of the first class) may levy up to five (5) mills on subject of taxation (market value) as prescribed by law for the purpose of establishing, operating, and maintaining a community college. For school districts, cities, and counties of the first class, the maximum levy (market value) is limited to one (1) mill.

A proposed district in which the levying of these maximum authorized amounts would not result in revenues equivalent to \$23² (one-third of \$700 unit cost program) per full-time student per year, shall be judged unable to finance a community college. If other factors indicate the feasibility of a college in such an area, the local sponsors should take steps to include an area with a larger tax base.

APPENDICES

A. Topical Outline of a Sample Community College Plan

B. Conducting a Community Survey

1. Suggestions for Organizing a Citizens' Survey

2. Table of Contents of a Typical Survey Report

C. Curricular Pattern for a Community College

D. Reprint of Act 484, The Community College Act of 1963

E. Suggested References

APPENDIX A

TOPICAL OUTLINE OF A SAMPLE COMMUNITY COLLEGE PLAN

- Chapter I. History of Organization and Sponsorship
1. Description of Organizational Procedure
 2. The Local Sponsors
 3. Sponsors' Resolution
 4. Participating Groups
- Chapter II. The Service Area of the (name) Community College
1. Geographic Characteristics
 2. City, Township, and County Relationships
 3. Population Trends
 4. Urban Areas
 5. Higher Education Institutions
 6. Economic Development--Industry, Business, Agriculture, Public Service
- Chapter III. Results of Community Survey
1. Needs of High School Seniors and Recent Graduates
 2. Manpower Needs of Industry, Business, and the Public Sector of the Economy
 3. Youth Population and Community College Enrollment Projections
 4. Attitude and Opinion Survey Results
- Chapter IV. Philosophy, Objectives, and Organization of the Proposed Community College
1. Philosophy and Operating Principles
 2. Educational Programs To Be Offered
 3. Administrative Organization
 4. Faculty
 5. Counseling and Guidance
 6. Admission of Students
 7. Degrees and Certificates
 8. Physical Facilities

Chapter V. Legal and Finance

1. Legal Aspects of Forming the District
2. Operating Expenses
 - a. Administration
 - b. Instruction
 - c. Proposed Salary Schedule
 - d. Other
3. Capital Expenses
4. Budget for First Year
5. Financial Capability of the Proposed District
6. State Aid, Local Tax, and Student Tuition

Chapter VI. Supporting Information

1. Attitude of Neighboring Institutions of Higher Education
2. Endorsements of Interested Groups (e.g., Chambers of Commerce, Industry Associations, Community Councils, Labor Councils, State Employment Service, et cetera)
3. The Ten-Year Plan

APPENDIX B

CONDUCTING A COMMUNITY SURVEY

A. Some Suggestions for Organizing a Citizens' Survey for Studying the Feasibility of a Community College¹

1. A citizens' participatory survey should be sponsored by a legal body (or bodies) clearly representative of the citizens of the region.
2. The sponsorship and purposes of the study should be thoroughly understood by all citizens of the area.
3. There should be a source of dependable revenue for adequately financing a citizens' study. These funds are most often subscribed by such groups as chambers of commerce, service clubs, industry associations, and private donors.
4. Members of a citizens' study should be officially appointed, even though they are self-nominated or nominated by others, by the sponsoring authority or authorities.
5. Membership of a citizens' study should be in sufficient numbers:
 - a. To guarantee representation of all viewpoints of the organizations, groups, individuals, and geographical areas to be affected by the conclusions of the study; and
 - b. To guarantee communication of the findings to all who are interested.
6. All citizens cannot be expected to be experts in determining the kinds of data that are pertinent to the conclusions of a study or the most efficient methods of gathering or organizing such data. Thus, for a citizens' study to be efficient and objectively defensible, trained and experienced professional assistants should be employed, both on a part-time and a full-time basis. In recognition of these principles, the sponsoring body should consider:
 - a. The employment of a professional director of the study; or at the very least,

¹Adapted from the Citizens Survey of Washtenaw County Community College Possibilities, Bureau of School Services, The University of Michigan, 1963.

- b. The employment, for short-term or specialized tasks, of professional consultants.
- 7. Even though certain data are gathered and interpreted by professional experts, the conclusions drawn from such data should be developed or at least completely sanctioned by the participating citizens.
- 8. To be of maximum value a citizens' study should receive the greatest possible degree of publicity through such mass media as newspapers, radio and television. Such publicity should be directed toward:
 - a. The purposes of the study,
 - b. The membership and organization of the study,
 - c. The day-by-day efforts of the committees of the study, and
 - d. The conclusions and recommendations of the study when these are finally formalized.
- 9. Target dates, at least tentative ones, should be established early in the study for the completion of its various stages. To implement this principle, a calendar for the completion of each element of the study and the holding of the various meetings should be developed at the outset.
- 10. The results of a citizens' study should be published, preferably in complete as well as condensed form. These published results should have the widest possible dissemination throughout the proposed community college district. Funds for publishing and distributing the survey report should be an important budget item.

B. Table of Contents of a Typical Survey Report, Citizens' Survey For a Community College

Chapter I. History, Growth, and Development

- 1. General Historical Background
- 2. Population Characteristics
 - a. Age, Sex, Race, Marital Status
 - b. Mobility, Education, Labor Force, Employment, Family Income
- 3. Basic Social Services
 - a. Welfare, Health, Recreation
 - b. Cultural, Religious, and Civic Organizations
- 4. Economic Base
 - a. Transportation, Communication, Utilities, Assessed Evaluation
 - b. Economic Activity--Manufacturing, Trade, Services

5. Schools

6. Summary

Chapter II. Study of Recent High School Graduates

1. School Attendance Beyond High School
2. Marital, Residential, Economic and Occupational Status of Graduates
3. Interest in Further Education
4. Perceptions of High School Education
5. Influence of Economic Status on Plans for Education Beyond High School
6. Summary

Chapter III. Study of High School Seniors

1. Educational Intentions
2. Long-Range Occupational Plans
3. Educational Plans and Family Economic Status
4. Relationship of High School Grades to Future Educational and Career Plans
5. Interest in the Proposed Community College
6. Seniors' Evaluations of High School Guidance Services

Chapter IV. Educational Needs of Business and Industry

1. Information on Labor Force and Occupational Structure of the Region (Emphasis on Semi-Professional, Technical, and Skilled Occupations)
2. Employer Opinions on Issues Relating to Community College Occupational Education
3. Suggestions from Employers on Curriculum Needs
4. Summary

Chapter V. Site Location and Campus Planning

1. Development of Criteria For Site Appraisals
2. Location and Evaluation of Three (or Four) Possible Sites
3. General Estimates of Site and Building Space Requirements
4. Appropriate Planning Procedures
5. Summary

Chapter VI. Legal and Finance

1. Legal Provisions
 - a. Establishment
 - b. Governing and Financing
2. Enrollment Projections

3. Financial Aspects

- a. Sources of Operating Funds
- b. Estimating Operating Costs
- c. Sources of Capital Outlay Funds
- d. Projections of Capital Outlay Expenditures

4. Summary

Chapter VII. Opinion and Attitude Survey

1. Determining the Interview Sample
2. Opinions on Who Should Be Educated
3. Opinions of Education Beyond High School
4. Opinions on Need for a Community College in the Survey Area
5. Opinions on Who Should Pay for Education Beyond High School
6. Attitudes of Influential Organizations
7. Summary

Chapter VIII. Summary and Conclusions

1. Educational Needs (High School Seniors and Graduates)
2. Educational Needs (Industry, Business, and Public Service)
3. Site and Housing
4. Legal, Finance and Enrollment
5. Community Opinion and Attitude
6. Recommendations

APPENDIX C

CURRICULAR PATTERN FOR A COMMUNITY COLLEGE¹

A. School of Liberal Arts and Sciences (or Arts and Sciences)

Liberal Arts and Sciences, General Education and Pre-professional two-year associate degree programs primarily for transfer to four-year institutions.

B. School of Applied Arts and Sciences (or Applied Studies)

1. Division of Business and Technology

Two-year associate degree semi-professional programs in business, industry, engineering, health, agriculture and the public service occupations.

2. Division of Trade and Industrial Studies

Vocational associate degree and certificate programs up to two-years in duration in preparation for, or in retraining for, the skilled trades.

C. School of Continuing Education

1. Adult Education

Day and Evening College programs for part-time and special students, credit and non-credit courses, in as many of the above areas as community needs require, to allow older youth and adults to continue educational,

¹Bureau of Community Colleges, Department of Public Instruction, Commonwealth of Pennsylvania, 1965.

cultural and vocational activities and to provide for their personal growth.

2. Community Service Programs

As required by the needs of the community, educational and cultural community service programs, such as lecture series, forums, festivals, conferences, business clinics, extension courses from four-year institutions, et cetera.

3. Developmental Program

To provide those students with educational deficiencies, and requiring special counseling or remedial training, an opportunity to qualify for subsequent admission to college programs.

APPENDIX D

Act 484

THE COMMUNITY COLLEGE ACT OF 1963

Providing for the creation, establishment and operation of community colleges, granting certain powers to the State Board of Education, the Council of Higher Education and the Department of Public Instruction; authorizing school districts, county boards of school directors and municipalities to sponsor community colleges; authorizing school districts and municipalities to levy certain taxes; providing for reimbursements by the Commonwealth of certain costs and expenses, and making an appropriation.

The General Assembly of the Commonwealth of Pennsylvania hereby enacts as follows:

Section 1. Short Title.--This act shall be known as and may be cited as the "Community College Act of 1963."

Section 2. Definitions.--When used in this act, the following words and phrases shall have the meanings, respectively, ascribed to them:

- (1) "Municipality" shall mean any city, borough, town, township or county.
- (2) "Local sponsor" shall mean a school district or a municipality or a county board of school directors or any combination of school districts, municipalities or county boards of school directors which participate or propose to participate in the establishment and operation of a community college.
- (3) "Member" of a local sponsor shall mean any school district or municipality which alone is or with other districts and municipalities is included in a local sponsor.
- (4) "Community college" shall mean a public college or technical institute which is established and operated in accordance with the provisions of this act by a local sponsor which provides a two year, post-secondary, college-parallel, terminal-general, terminal-technical, out of school youth or adult education program or any combination of these. The community college may also provide area vocational technical education *services to secondary senior high school students.
- (5) "Community college plan" shall mean a plan prepared in accordance with the policies, standards, rules and regulations of the State Board of Education for the establishment or operation of a community college, and shall include a survey of any industrial development and manpower needs of the area and of any vocational and occupational shortage and the means by which the community college program and curriculum shall further industrial development, reduce unemployment and improve employable skills of residents of the area to be served by the community college.

*"services" in original.

(6) "Governing body" of a school district or municipality shall mean respectively its board of school directors or its council or board of commissioners or supervisors and may include the county board of school directors.

(7) "Board of trustees" shall mean the board of trustees of a community college.

Section 3. Powers and Duties of State Board of Education.--(a) The State Board of Education shall have the power, and its duty shall be:

(1) To adopt such policies, standards, rules and regulations formulated by the Council of Higher Education, as may be necessary to provide for the establishment, operation and maintenance of community colleges, including minimum requirements for physical facilities and equipment, curriculum, faculty, standards and professional requirements, qualifications for admission and advancement of students, student enrollment, student population of the area to be served by the community college, requirements for satisfactory completion of a two-year program and the degrees or diplomas or certificates to be awarded therefor, means of financing and financial resources for the establishment and support of the community college, and all matters necessary to effectuate the purposes of this act.

(2) To approve or disapprove plans for the establishment or operation of a community college.

(3) To approve or disapprove petitions of school districts or municipalities applying for participation in an established community college: Provided, however, That no petition may be approved unless it is accompanied by the consent of the governing body of each member of the local sponsor of the established community college to the participation of the petitioning school district or municipality.

(b) In determining such policies, standards, rules and regulations, the State Board of Education may consider relevant all minimum requirements established by statute or by regulation with respect to the State colleges of the Commonwealth and may consider relevant such minimum requirements established by statute or by regulation with respect to secondary and special education programs in the school district or districts of the area to be served by the community college.

(c) In approving or disapproving such plans, the State Board of Education shall consider the needs of areas adjacent to the areas to be served by the community college, and of the State with respect to higher education and long range plans therefor established by the State Board of Education. Other school districts and municipalities may petition the State Board of Education to become a part of a local sponsor as hereafter in this act provided.

(d) No plan for the establishment of a community college shall be approved unless the State Board of Education determines that the local sponsor has a population of a sufficient number to assure a sustained minimum enrollment, has sufficient wealth to financially support such college and is not adequately served by established institutions of higher learning. No plan for the establishment of a community college shall be approved unless it contains an estimate of operating cost for administration, instruction, operation and maintenance and such other accounts as the State Board of Education may, from time to time, determine. No plan for the establishment of a community college shall be approved unless it contains an estimate of any proposed capital improvements for the next following ten years.

(e) To confer with and obtain the approval of the Governor's office as to the number of community colleges which can be approved for participation during the ensuing fiscal period.

(f) Wherever in this act the approval of the State Board of Education is required in any matter, the State Board of Education may require the Department of Public Instruction to make and report its findings and recommendations on such matter to the Council of Higher Education for the formulation of policies, standards, rules and regulations for consideration by the State Board of Education.

Section 4. Plans and Procedures for Establishing.--(a) A proposed community college plan shall be submitted by the local sponsor in such form and containing such information as the State Board of Education may require. The plan shall designate the name of the proposed community college which shall be the "Community College of" or ".....Technical Institute," stating the name of the local sponsor or area of such community college. If there are two or more members of the local sponsor, the plan shall include provisions allocating financial responsibility for the community college among the members of the local sponsor subject to the policies, standards, rules and regulations of the State Board of Education.

(b) The community college plan, when submitted by the local sponsor, shall first be approved by the governing body of each member of the local sponsor and shall be submitted by them jointly in all counties. School directors from school districts of the second, third and fourth class located in two or more counties may meet in convention and approve a community college plan for submission to the State Board of Education.

(c) Upon the approval of the plan by the State Board of Education, the governing bodies of the local sponsor shall appoint a board of trustees of the community college, as hereinafter provided, and upon such appointment, the community college shall be considered established.

(d) A county board of school directors shall prepare a plan for establishing a community college when required by a convention of school directors from school districts within the county. Such plan shall indicate the school districts to be served by a community college. Thereafter, a convention of school directors from school districts within the proposed area of a community college shall be called to consider:

- (1) The proposed plan;
- (2) The question of authorizing the county board or county boards to sponsor a community college; and
- (3) The allocation of the cost of establishing and operating a community college.

Following such consideration, the school directors in convention may approve a plan to establish and operate a community college subject to the approval of the State Board of Education and to determine the share and formula for sharing operating expenses, capital outlay, debt service or lease payment to be borne by the school districts. School directors from the districts not desiring to participate in the establishment of a community college shall not be eligible to vote on any question placed before the convention.

Member districts shall share the cost of establishing and operating a community college.

Section 5. Election or Appointment; Term and Organization of Board of Trustees.--(a) The board of trustees of a community college shall be elected

by the vote of a majority of the members of the governing body or governing bodies of the local sponsor within sixty days of the approval of the plan by the State Board of Education, except that the board of trustees of a community college sponsored by a city of the second class shall be appointed by the mayor, with approval of city council, and in cities of the first class shall be appointed by the mayor from nomination from a nominating panel established in accordance with municipal ordinance.

(b) The board of trustees shall consist of no less than seven nor more than fifteen persons appointed for terms of six years each, except that those persons initially appointed shall draw lots to determine which trustees shall serve for a term of two years, which trustees shall serve for a term of four years and which trustees shall serve for a term of six years. Thereafter, all persons shall be appointed for terms of six years each. A trustee may succeed himself.

(c) The board of trustees shall organize itself at such times each year as it determines and shall choose from among its members a chairman and vice-chairman and secretary who shall hold such offices for one year. A majority of the members of the board shall be a quorum. Vacancies on the board shall be filled by the appointing authority for the unexpired terms. Trustees shall serve without compensation, except that they shall be reimbursed for their actual and necessary expenses incurred in the performance of their duties.

Section 6. Powers and Duties of Board of Trustees.--(a) The affairs of any community college established under this act shall be administered and supervised by a board of trustees. Subject to any law and to any policies, standards, rules and regulations adopted by the State Board of Education provided for community colleges, the board shall for the purpose of establishing, operating and maintaining a community college, have the power, and its duty shall be:

- (1) To appoint and fix the salary of a president;
- (2) To hold, rent, lease, sell, purchase and improve land, buildings, furnishings, equipment, materials, books and supplies;
- (3) To enter into contracts for services with schools, colleges or universities, or with school districts or municipalities, to effectuate the purposes of this act;
- (4) To accept and receive gifts of real and personal property and Federal, State and local moneys and grants, and to expend the same;
- (5) To make policies providing for the admission and expulsion of students, the courses of instruction, the tuition and fees to be charged, and for all matters related to the government and administration of the college;
- (6) To submit to the State Board of Education for its approval proposed amendments to the community college plan; and
- (7) To enter into contracts for services to high schools of member districts to provide area vocational technical education services;
- (8) To exercise such other powers and perform such other duties as are necessary to carry into effect the purposes of this act.

(b) Contracts shall be entered into and other acts shall be done by the board of trustees of a community college in the name of the community college and shall be binding upon the local sponsor. All property purchased by or granted to the board of trustees of a community college shall be held in the name of the college on behalf of the local sponsor of the college.

Section 7. Officers of the Community College.--

(a) The president shall be the chief executive and administrative officer of the college and shall perform all duties which the board of trustees may prescribe.

He shall have the right to attend all meetings of the board and to be heard on all matters before it, but shall have no right to vote on any matter.

(b) The treasurer of the college shall give a proper bond in such amount and with such corporate surety as is approved by the board of trustees, which shall be filed with the board. The account of the treasurer shall be audited, annually, by a certified public accountant or other qualified public accountant selected by the board of trustees.

Section 8. Students.--Any resident of the Commonwealth may apply for admission to any community college established under this act. The State Board of Education may provide for the admission to community colleges of persons who are not residents of the Commonwealth, but no college shall admit such persons unless the admission is in accordance with the policies, standards, rules and regulations of the State Board of Education. The State Board of Education may prescribe standards for determining the place of residence of students and applicants for admission to community colleges.

Section 9. Tuition.--(a) The normal tuition charged by each community college shall be an amount fixed by the board of trustees of the community college, in accordance with policies, standards, rules and regulations of the State Board of Education, determined by apportioning among the students enrolled in such college not more than one-third of its annual operating costs.

(b) A student who is not a resident in the area of the local sponsor of the community college in which he is enrolled and who enrolled himself in such college with the approval of the board of trustees of the community college established in the area in which he resides, if there be one, shall pay the normal tuition charge of the college he attends, but the board of trustees of the college established in his area of residence shall pay on behalf of such student to the college in which he is enrolled an amount equal to twice such college's normal tuition charge and shall be entitled to State reimbursement as hereinafter provided.

(c) A student who is a resident of the Commonwealth in an area which is not a local sponsor of a community college and who is enrolled in a community college in accordance with the policies, standards, rules and regulations of the State Board of Education shall pay a tuition charge equal to twice such college's normal tuition charge. The community college enrolling such student shall be entitled to State reimbursement as hereinafter provided.

(d) A student who is not a resident in the area of the local sponsor of the community college in which he is enrolled and who has enrolled himself in such college without the approval of the board of trustees of the community college established in the area in which he resides, if there is one, shall pay a tuition charge which shall be equal to three times the normal tuition charge of the community college in which he is enrolled and no State reimbursement shall be paid on account of such student.

(e) A student who is not a resident of the Commonwealth and who is enrolled in a community college in accordance with the policies, standards, rules and regulations of the State Board of Education shall pay such tuition charge as is approved by the Department of Public Instruction.

Section 10. Taxation.--The governing body of each school district or municipality comprising a local sponsor may levy, annually, taxes on subjects of taxation as prescribed by law in such school district or municipality for the purpose of establishing, operating and maintaining a community college. The tax levy herein authorized to be levied by the governing body shall be in excess of and beyond the millage fixed or limited law: Provided, That the aggregate amount of all taxes imposed by any local sponsor, other than a school district of the first class, or a city of the first class or county of the first class, for the

establishment, operation and maintenance of a community college shall not exceed an amount equal to the product obtained by multiplying the latest total market value of the local sponsor as determined by the State Tax Equalization Board in the case of school districts, and by the Board of Assessment and Revision of Taxes or any other similar board which determines market values of real estate in the case of municipalities, by five (5) mills. The aggregate amount of all taxes imposed by a school district of the first class or a city of the first class or county of the first class for the establishment, operation and maintenance of a community college shall not exceed an amount equal to the product obtained by multiplying the latest total market value of the school district of the first class as determined by the State Tax Equalization Board and by the Board of Assessment and Revision of Taxes or any other similar board which determines market values of real estate in the case of cities of the first class or counties of the first class, by one (1) mill.

Section 11. Withdrawal of Sponsorship; Dissolution of Community College.-- No school district or municipality which is a local sponsor or a part of a local sponsor may withdraw its sponsorship from a community college nor may any community college be disestablished without the approval of the State Board of Education.

Section 12. Participation in or Admission to Established Community College.-- (a) The governing body of any school district or of any municipality desiring to have such school district or municipality participate in an established community college shall present a petition to the State Board of Education in such form as the board may prescribe requesting approval to participate in or to be admitted to the community college.

(b) Upon the approval of the State Board of Education of a petition submitted by a governing body, such petitioning school district or municipality shall be considered a local sponsor of the community college and be admitted thereto.

Section 13. Degrees.--The State Board of Education shall prescribe the types of diplomas, certificates or degrees that may be granted students who complete post-secondary education courses in community colleges.

Section 14. Financial Program; Reimbursement.--(a) The plan submitted by the local sponsor shall set forth a financial program for the operation of the community college. The plan shall provide that at least two-thirds of the annual operation costs and all of the capital expenses shall be appropriated by the local sponsor to the community college and such allocation may in part be represented by real or personal property or services made available to the community college. The plan shall indicate whether the appropriation shall come from general revenues, loan funds, special tax levies or from other sources.

(b) The Commonwealth shall pay to a community college on account of its operating costs an amount equal to one-third of such college's approved annual operating costs not to exceed one thousand dollars (\$1,000) per student multiplied by the number of equivalent full-time students determined by an audit to be made in a manner prescribed by the State Board of Education. Each community college shall maintain such accounting and student attendance records on generally accepted principles and standards as will lend themselves to satisfactory audit. The Commonwealth may pay to a community college on account of its capital expenses an amount equal to one-half of such college's annual capital expenses.

(c) A maximum of thirty per cent of the State funds appropriated for community colleges may be spent for capital investment and operating cost for liberal arts programs in community colleges.

(d) For reimbursement purposes, a liberal arts or technical student shall be construed as one whose course of study is predominantly in the respective liberal arts or technical program.

(e) Capital expenses shall mean only such expenses as are incurred with the prior approval of the Department of Public Instruction during a fiscal year of a community college for the lease of buildings or land or the purchase of capital equipment used for instructional or administrative purposes by a community college or payments made on account of indebtedness contracted for such purposes. Operating cost shall mean all other expenses not defined as capital expenses, which are incurred during a fiscal year in the establishment, operation and maintenance of a community college. No costs and expenses incurred in the establishment, construction, operation or maintenance of dormitories, cafeteria or recreational facilities or the equipment or furnishings for such purposes shall be included in capital expenses or operating costs for purposes of Commonwealth reimbursement.

(f) The State Board of Education shall adopt policies, standards, rules and regulations for determining reimbursable capital expenses and operating costs and the Department of Public Instruction shall approve such expenses and costs for the purpose of reimbursement by the Commonwealth and for charges to be made to other school districts in accordance with such policies, standards, rules and regulations.

(g) The State Board of Education shall apply for, receive and administer, subject to any applicable regulations or laws of the Federal Government or any agency thereof, any Federal grants, appropriations, allocations and programs to fulfill the purpose of this act.

(h) Any Federal grants, appropriations, allocations and programs made to the Commonwealth of Pennsylvania for programs operated under this act shall be credited fifty per cent to State expenditures and fifty per cent to local community college expenditures reducing the total cost to each accordingly.

(i) The amount payable to each community college shall be paid in semi-annual installments and the Superintendent of Public Instruction shall draw his requisition semi-annually upon the State Treasurer in favor of each community college for the amount of reimbursement to which it is entitled. The first semi-annual payment in each fiscal year may be based upon an estimate and shall be paid during the month of November, the second semi-annual payment in each fiscal year shall be paid during the month of April.

Section 15. Appropriation.--For the purposes of this act, the sum of five hundred thousand dollars (\$500,000), or as much thereof as may be necessary, is hereby appropriated to the Department of Public Instruction: Provided, however, That not more than seventy-five thousand dollars (\$75,000) of the funds herein appropriated may be expended by the Department of Public Instruction during the fiscal year July 1, 1963, to June 30, 1964, for the administration of this act.

Section 16. Effective Date.--This act shall take effect immediately.

APPROVED--The 24th day of August, A. D. 1963

WILLIAM W. SCRANTON

The foregoing is a true and correct copy of Act of the General Assembly No. 484.

GEORGE I. BLOOM

Secretary of the Commonwealth

APPENDIX E

SUGGESTED REFERENCES

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